

Message Text

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ACTION NEA-10

INFO OCT-01 ISO-00 PM-04 NSC-05 SP-02 SS-15 CIAE-00 INR-07
NSAE-00 DODE-00 L-03 AID-05 IGA-02 MC-02 ACDA-07
SSO-00 NSCE-00 INRE-00 NEAE-00 PRS-01 EB-08 TRSE-00
OMB-01 /073 W
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O 171357Z MAR 77
FM AMEMBASSY AMMAN
TO SECSTATE WASHDC IMMEDIATE 974

C O N F I D E N T I A L SECTION 1 OF 2 AMMAN 1550

E.O. 11652: GDS
TAGS: MASS, PFOR, JO, US
SUBJECT: SPRING 1977 JMC MEETING

REF: STATE 059039

1. WE ARE DEEPLY DISTURBED BY IMPLICATIONS REFTEL AND AT WHAT CAN ONLY BE SEEN AS A FAILURE SUCCESSFULLY TO COMMUNICATE ON OUR PART. IN EFFECT, WE ARE BEING TOLD THAT A NUMBER OF TOUGH ISSUES, WHICH WE HAVE FREQUENTLY BEEN INSTRUCTED TO RAISE WITH THE JORDANIANS, AS WELL AS PERTURBATIONS IN SETTLING IN UNDER THE NEW ADMINISTRATION, SOULD OVERRIDE QUESTIONS WHICH WE CONSIDER TO BE OF SIGNIFICANT POLITICAL IMPORTANCE FOR THE AREA AND OUR PEACE EFFORTS.

2. OUR JUDGEMENT CONTINUES TO BE THAT A FAILURE TO HOLD A JMC MEETING WILL HAVE VERY IMPORTANT POLITICAL REPERCUSSIONS AMONG JORDANIAN LEADERSHIP. ALREADY OUR INABILITY TO CONFIRM THE MEETINGS, AS WELL AS WHAT WE CAN ONLY ASSUME FROM RESULTS HERE TO HAVE BEEN VERY NEGATIVE SIGNALS PASSED THROUGH GOJ MILITARY IN WASHINGTON, HAVE SET UP AN ATMOSPHERE OF TENSION AND SUSPICION.

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3. I HOPE I DO NOT HAVE TO REMIND THE DEPARTMENT THAT JAF IS THE BEDROCK OF KING'S POLITICAL SUPPORT. UNLESS I HAVE MY SIGNALS COMPLETELY CROSSED, WE STILL VEIW KING'S SUPPORT FOR OUR PEACE EFFORTS IN THE AREA AS OF SOME CONSEQUENCE. THE ARMY IS SUSPICIOUS, AS ARE MANY JORDANIANS, THAT THE WASHINGTON

POST STORIES WERE THE BEGINNING OF AN OFFICIAL U.S. EFFORT TO BREAK WITH THE KING. HOWEVER LUDICROUS THIS APPEARS IN WASHINGTON, IT IS MY, AND THE EMBASSY'S PRINCIPAL PROBLEM AT THE MOMENT. THE ARMY WILL TAKE THE FAILURE TO MEET AS ANOTHER SIGNAL THAT THE U.S. IS DOWNSHIFTING GEARS IN ITS SUPPORT FOR THE KING AND JORDAN. THIS IS DECIDEDLY NOT IN OUR INTEREST. THE ISSUE IS NOT OF COURSE A LIFE AND DEATH ONE FOR THE KING, BUT IT IS A QUESTION OF THE WISEST BALANCE OF ADVANTAGES FOR THE U.S. ON GENERAL PRINCIPLE WE BELIEVE HOLDING THE MEETING IS THE BEST COURSE OF ACTION. BUT LET ME ADDRESS SOME OF THE SPECIFICS IN YOUR LAST MESSAGE WHICH WOULD SEEM TO GAINSAY MY JUDGEMENT.

4. THERE APPEAR TO BE SEVERAL BASIC REASONS WHY A MEETING SHOULD NOT BE HELD NOW -- FINANCIAL EMBARRASSMENT OF THE GOJ (REFTEL PARAS 1-5); LACK OF ISSUES TO DISCUSS (PARA 6) AND RELATED CONCERNS OVER THE PROVISION OF P & A DATA; UNCERTAINTIES ABOUT ARMS TRANSFER POLICIES FOR THE FUTURE (PARA 7) AND PERSONNEL PERTURBATIONS (PARA 8). WE WOULD LIKE TO ADDRESS THESE SEPARATELY.

5. ON THE \$140 M PROBLEM, THE JAF IS NOT AND HAS NOT BEEN INVOLVED DIRECTLY IN THE ENTIRE AIR DEFENSE FINANCING. IT HAS ALWAYS REMAINED IN POLITICAL CHANNELS, AND THE LATEST GAFFE HAS BEEN HANDLED SOLELY BY ME WITH THE KING, THE PRIME MINISTER AND THEIR CONFIDENTIAL

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CLOSE ASSOCIATES. IF THIS IS TO BE AN ISSUE IN APRIL, IT SQUARELY BELONGS IN THE CONTEXT OF THE KING'S VISIT AND NOT THE JMC. KING WOULD HAVE NO HESITATION IN DISCUSSING IT WITH SENIOR U.S. OFFICIALS, AS HE DID WITH THE SECRETARY WHEN HE WAS HERE. NEVERTHELESS, IF DOD FEELS IT MUST PRESS ON THIS, THEN THE APPROPRIATE OCCASION IS FOR SECDEF TO RAISE IT WITH THE KING. HE WILL NOT BE SURPRISED, EMBARRASSED OR SOURED BY IT. THE DEGREE OF FRANKNESS AND UNDERSTANDING BETWEEN US IS ADEQUATE TO WEATHER THAT CONVERSATION.

6. ON THE THIRD PARTY SIGNATURE ISSUE, IF THE KING DOES NOT HEAR FROM CP FAHD SOON ABOUT SEEING HIM (ON BOTH THIS ISSUE AND \$140 M), KING WILL SEND BIN SHAKER AND SHARAF TO "CAMP" IN RIYADH UNTIL THEY GET WRITTEN ASSURANCES ON THE THIRD PARTY PROBLEM. IF THIS IS UNSUCCESSFUL THEY INTEND TO THEN MOVE TO ABU DHABI, KUWAIT AND PERHAPS IRAN IN ORDER TO WIN

UP THIS ISSUE BEFORE THE JMC. IF THIRD PARTY ASSURANCES DO NOT MATERIALIZE, THEY HAVE STATED THEY FULLY INTEND TO USE FY77 GA FUNDS TO SATISFY THEIR ARREARAGES. THEY NOT ONLY DO NOT WISH THE DEFAULT TO DISRUPT THEIR U.S. RELATIONS BUT THEY WANT TO KEEP THEIR MILITARY ACQUISITIONS MOVING, NOT FROZEN AS AT PRESENT. THE CERTAINTY OF THE JMC IS ONE OF THE BEST LEVERS THAT WE AND JORDANIANS HAVE IN MOVING THIS ISSUE FORWARD, AND WE CANNOT APPRECIATE WHY WE ARE SO ANXIOUS TO DISCARD IT.

7. RE PARA 3, FAR FROM NOT WISHING THESE "UNHAPPY" RESULTS, THE JAF WISHES TO USE THE MEETING TO CLEAR ITS ACCOUNTS WITH THE U.S. WE SEE NO VALUE IN THE U.S. CONTINUING TO LET THE DEBTS RIDE. INDEED WE SEE DANGERS FOR OUR PROGRAMS HERE AND OUR TOTAL PROGRAM OF SECURITY ASSISTANCE IF WE WERE TO DO SO. CONFIDENTIAL

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TRY AS WE MAY, HOWEVER, WE CANNOT RECTIFY OUR ACCOUNTS, WHICH CLOSELY PARALLEL THOSE OF JAF, TO MATCH THE

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ACTION NEA-10

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NSAE-00 DODE-00 L-03 AID-05 IGA-02 MC-02 ACDA-07
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O 171357Z MAR 77

FM AMEMBASSY AMMAN

TO SECSTATE WASHDC IMMEDIATE 975

C O N F I D E N T I A L SECTION 2 OF 2 AMMAN 1550

QUOTED FIGURES FOR AVERAGES OF \$72.9 M BY 31 MARCH, PRESUMING THAT THE \$140M AIR DEFENSE ISSUE IS BEING TREATED SEPARATELY. WITH THE RECENT TRANSFERS OF \$14M TO DOD, WE CARRY USAF ARREARAGE

BY 15 MARCH, BASED ON LATEST BILLINGS TO RJAF, AT \$1.25M AND AS OF 31 MARCH, ARMY FMS ARREARAGES OF \$3.5M IN FMS CASH, IF WE DEDUCT THE FY-76 FMSCR ITEMS JAF IS WILLING TO FUND EITHER IN THAT MANNER OR BY FY-77 GA. IF THE JMC CONTRIBUTES TO THE PROBLEM BEING RESOLVED IN THIS MANNER, IT HAS MORE THAN PAID FOR ANY INCONVENIENCES ALONG THE WAY.

8. AS FOR SUBSTANTIVE ISSUES TO DISCUSS, THE ISSUE OF PRESENTING P & A DATA WHICH LATER RESURFACES TO HOUND US HAS NOT BEEN AN ISSUE FROM RECENT JMC MEETINGS. JAF HAS LONG SINCE GOTTEN ACCUSTOMED TO CONTINUOUS SIGNIFICANT PRICE RISES FROM DOD. RATHER, THEIR MORE RECENT COMPLAINTS HAVE FOCUSED ON AMENDMENTS TO LOAS WHICH FORWARD MAJOR PRICE INCREASES; IN SOME CASES OFTEN THE ITEMS ARE DELIVERED AND IN EXCESS OF THE TEN PERCENT ALLOWABLE BY THE LOA WITHOUT PRIOR CUSTOMER CONSENT. THE SUBSTANTIVE ISSUES THAT DO ARISE HAVE IN RECENT YEARS
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FOCUSED ON THOSE AREAS WHERE THE JORDANIANS DO NOT CONSIDER THAT THEY HAVE BEEN FAIRLY TREATED BY DOD. FROM MY OWN RECOLLECTIONS, RECENT JMC MEETINGS HAVE BEEN HIGHLY SUCCESSFUL IN EXPLAINING WHY CERTAIN ACTIONS HAVE BEEN NECESSARY AND IN SOME CASES WE HAVE EVEN MADE ADJUSTMENTS WHERE THE JORDANIANS HAD A REASONABLE POSITION. AT PRESENT WE HAVE ALREADY REVIEWED AND DISCUSSED THEIR COMING LIST OF AGENDA ITEMS AND AFTER RECOMMENDING THAT MANY BE DISCARDED AND RELEGATED TO ROUTINE HANDLING, HAVE A LIST OF ITEMS THAT SHOULD BE DISCUSSED DIRECTLY WITH THE JORDANIANS. IN THIS RESPECT THE JMC GOES A LONG WAY TO DERIVING THE FULL BENEFITS FROM OUR SECURITY ASSISTANCE PROGRAM IN JORDAN.

9. WE SYMPATHIZE WITH THE POINT ABOUT HAVING NO ADMINISTRATIVE DECISIONS ON ARMS TRANSFER POLICIES NOW. WE EXPECT THE JORDANIANS WILL ALSO, AND WOULD HAVE NO PROBLEMS WITH BEING TOLD SO. THE PRINCIPAL FOCUS OF THEIR PRESENT INTENTIONS IS NOT IN THIS AREA.

10. FINALLY, WE APPRECIATE THE FACT THAT A NEW ISA ASSISTANT SECRETARY HAS JUST COME ON BOARD. WE DO NOT ENVISION HIM DOING MUCH MORE AT THIS POINT THAN LISTENING TO THE JAF PLANNING BRIEFINGS AND GETTING ACQUAINTED. JORDAN IS STILL AN IMPORTANT COUNTRY AND ONE OF THE LARGEST OF OUR GRANT PROGRAMS. WE WILL, IN ACCORD

WITH WORKING STYLE OF KING'S VISIT TO PRESIDENT,
ALSO GET JAF COMMITMENT TO CUT OUT SOCIAL EVENTS,
OR BE PREPARED TO EXCUSE BUSY, SENIOR OFFICIALS
IF THAT IS DESIRED.

11. IN SUM, I BELIEVE I MUST ASK FOR RECONSIDERATION
OF MY INSTRUCTIONS IN PARA 9. JORDANIANS DO NOT
BELIEVE MEETINGS WILL BE UNPRODUCTIVE AND
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DISHARMONIOUS. WE SEE NO REASON ON CAREFUL RE-
EXAMINATION WHY THEY SHOULD BE. INDEED, JORDANIANS ARE
WORKING HARD TO PRODUCE SOLUTION TO THOSE PROBLEMS
IN TIME FOR THE MEETINGS AND A FAILURE TO HOLD THEM
WILL BE POLITICALLY DISRUPTIVE. THE CURRENT JAF
EFFORT IS TO PUT THINGS ON A SOUND FINANCIAL BASIS
OR FACE THE CONSEQUENCES SO THAT A MEETING CAN BE
HELD BEFORE THE KING'S VISIT. WE HAVE NO INDICATION
JAF IS SEEKING SPECIAL FAVORS IN THIS AREA OR WANTS
TO USE THE MEETINGS TO GIN UP SPECIAL ADVANTAGES IN
THE AREA OF FINANCES. WE OURSELVES THINK WE HAVE BEEN
TOO LENIENT IN ALLOWING DEBT SITUATION TO HAVE
DRIFTED THIS FAR. WE SEE SPECIAL POLITICAL
PROBLEMS IF WE TELL BIN SHAKER WHAT YOU SUGGEST,
INCLUDING THE PERSONAL INTERVENTION OF THE KING.
AND WITH WHAT HE HAS BEEN THROUGH IN LAST MONTH, I
FEEL I NEED MORE SOUND, MORE SUBSTANTIVE POINTS
TO GIVE BOTH HIM AND BIN SHAKER IF I AM TO
SELL YOUR POINT OF VIEW. AND EVEN THEN THE POLITICAL
PROBLEMS IN THE CONTINUING NATURE OF OUR BILATERAL
RELATIONSHIP WILL BE MADE WORSE, AND I THEREFORE MOST
STRONGLY RECOMMEND AGAINST POSTPONING MEETING UNTIL
AFTER KING'S VISIT.
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